

MEMORANDUM TO: The Director

Attached is a "Report on Coordination"  
from Mr. Reber, noted in the Log this morning.

*Meredith*

Noted by D  
10/13/51

13 October 1951  
(DATE)

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MEMORANDUM FOR: THE DIRECTOR  
SUBJECT: Report on Coordination

10/10/51  
11/15/51

1. At the end of a year's experience in CIA I have tried to reassess our position with respect to coordination and to indicate insofar as one can the coordination problems the Agency should address in the year ahead. For this purpose the following lists are attached:

TAB A: Major problems on which O/IC is now working.

TAB B: Major problems of current concern of which we are aware but in which, for whatever reason, O/IC has not been participating.

It is of course expected that other problems will arise from time to time which are not now foreseen.

2. In order to evaluate the progress the Agency has made in coordination during the past year, to provide some indication of the rate at which such developments occur, and to show that the coordination process also involves the careful handling of a multitude of small and sometimes urgent problems, I have attached two more tabs:

TAB C: Major problems which have been satisfactorily adjusted during the past year, whether with O/IC assistance or not, and

TAB D: Minor problems which have come to the attention of O/IC and have been satisfactorily adjusted during this period.

3. The experience of the past year has confirmed the validity of the principles of coordination on which we have been operating.

a. CIA must achieve coordination (short of the NSC) by leadership, stimulation and persuasion.

b. The primary role and expert knowledge of the agency substantively responsible for a particular problem should be recognized.

c. Actual coordination on specific problems should be decentralized whenever possible to the individual offices and agencies having functional responsibility.

d. The DCI however retains a general supervisory role over all the coordination processes. AD/IC is responsible for assisting the DCI in this role.

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e. The effectiveness of coordination depends on the relations of the intelligence chiefs themselves, particularly in the IAC.

f. In order to solve relationship problems a flexible, practical attitude is far superior to the legalistic, doctrinaire approach.

4. O/IC's operations to date reveal a pattern in the handling of coordination problems which sheds some light on the functions of the office. The main parts of the coordination process are as follows:

a. Finding the problem.

b. Defining it sharply.

c. Discussing it freely and in a friendly way with the parties concerned--separately or together.

d. Formulating a draft recommendation.

e. Further discussion and persuasion.

f. Agreement or decision.

g. Implementation--involving the slow changing of attitudes.

h. Periodic checking to be sure the arrangements are in fact satisfactory.

5. An examination of the foregoing shows that O/IC needs an intimate and timely knowledge of the level of performance of assigned functions in the intelligence community as well as developments involving relations between offices or agencies. We also seek to develop a keener appreciation of the issues, the climate, personalities and attitudes involved in such relations. Due in part to active encouragement from us, the various offices are developing an increased recognition of O/IC's present and potential role in the community. As this recognition improves, the information and opinions which we need will come increasingly to our attention.

6. There are two thoughts, however, which I should raise for your consideration: It is my opinion from working with the Assistant Directors and their staffs that coordination could be facilitated and improved if the Assistant Directors had a fuller awareness of the attitudes and circumstances surrounding interagency dealings conducted by the office of the DCI and his deputies. It would also be helpful if the AD's could be made to feel a greater responsibility for staff advice on problems of major concern to the Agency even though not directly related to their individual functions.

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JAMES Q. REBER  
Assistant Director

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1. Requirements

Problem: To develop adequate arrangements for providing coordinated requirements by priority for the several collection units.

Status: The following developments have taken place since the last Status of Projects Report:

- a. The IAC has established an Interagency Priorities Committee to develop coordinated guidance for covert collection. This Committee operates under the Chairmanship of O/SO and the agency view is presented by O/IC with the guidance and assistance of the substantive offices. Members have (thus far) developed a list of 50 most important geographical targets for collection to meet the needs of their respective Agencies. The Committee is now seeking to develop a procedure for establishing a single governmental list of 50 targets.
- b. The Economic Intelligence Committee under the leadership of O/RR has established a subcommittee on requirements for economic reporting with the specific mission of giving coordinated priority guidance to the State Department for its use in administration of the Foreign Service Reporting System.
- c. O/O and O/IC have under study the question of the ways in which O/O can more sharply present the capabilities of O/Q/C, [ ] FDD, SOVMAT, and [ ] in order to get more useful requirements from the producing offices. 25X1  
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- d. No problems relating to the collection systems of Army, Air, and Navy, and of the Foreign Service (except economic reporting as noted above in b.) and falling within the coordination responsibility of O/IC have become apparent.
- e. At the request of G-2, CIA is compiling its requirements which might be met through the exploitation of censorship.
- f. No complaints have been received by O/IC regarding O/CD's handling of ad hoc or spot requirements.

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▲ 2. Coordination of Scientific Intelligence

Problem: To determine the location of responsibilities for the production of scientific intelligence and the means whereby these should be coordinated.

Status: General Smith has informed the IAC that he is requesting several highly qualified individuals, such as Dr. Conant, to undertake a reexamination of the problem of production of scientific and technical intelligence and to submit recommendations on what should be the most effective relationships among the agencies for this purpose. O/IC is prepared to assist Dr. Conant and his group as appropriate. Currently O/IC is assisting O/SI wherever possible in developing and continuing a modus vivendi.

→ 3. Current Intelligence

Problem: To examine the production of current intelligence in the Federal Intelligence System, with particular reference to CIA's role and responsibility including the Watch Committee function.

Status: At present O/IC is considering this problem mainly from 3 points of view:

- a. The Watch Committee function.
- b. Apparent duplications and misunderstandings between O/CI and O/NE and between O/CI and State/OIR.
- c. The possibility of producing current intelligence for top level consumers on a contributive basis. This would involve some distinction between "national" and "departmental" current intelligence.

↓ 4. Intelligence Support for O/SO and O/PC

Problem: To identify and recommend ways of obtaining intelligence research support needed but not now received by O/IO and O/PC.

Status: An O/IC draft paper has been discussed informally with O/SO, O/PC, O/CI, O/CD, O/RR, Management, State and G-2. Disagreements are being ironed out. It recommends the establishment of a new Operational Intelligence Unit under DD/P.

5. Exploitation of Foreign Language Publications

Problem: To develop and propose the most effective means by which the intelligence value of foreign language publications and documents can be exploited for the benefit of the intelligence community.

Status: The concept of centralized exploitation of this intelligence is under reexamination because of the improved linguistic capabilities among analysts since the present system was put into effect. It may be that a comprehensive indexing function supplemented by translation on specific request will turn out to be a more effective approach.

6. Coordination of External Research

Problem: (a) To determine the extent of CIA's responsibility for the coordination of social science research on foreign areas performed by non-governmental institutions or individuals on contract with the Government.  
(b) To recommend arrangements by which CIA should discharge this responsibility.

Status: O/IC has a draft paper which has been discussed informally with O/RR, O/O, Management and State. It is expected that this paper will be ready for submission to the Director's Staff Conference in the near future. In general it recommends that the present joint State-CIA External Research Staff be made clearly responsible for the coordination of non-governmental social science research.

7. Biographic Intelligence

Problem: To develop the most effective biographic facilities for the intelligence community.

Status: Examination of the problem thus far has led to the following tentative conclusions: (a) a completely centralized facility is not at present practicable; (b) intr-departmental centralization should be developed to the maximum, with departmental responsibilities for maintaining personality files based on the "end use" concept of each department maintaining those files which best meet its departmental needs; (c) completely free access, subject only to legitimate security considerations, should obtain among the departmental biographic facilities, so that all the resources of the intelligence community will be exploited to meet the requirements of any department. Arrangements to achieve this are being discussed.

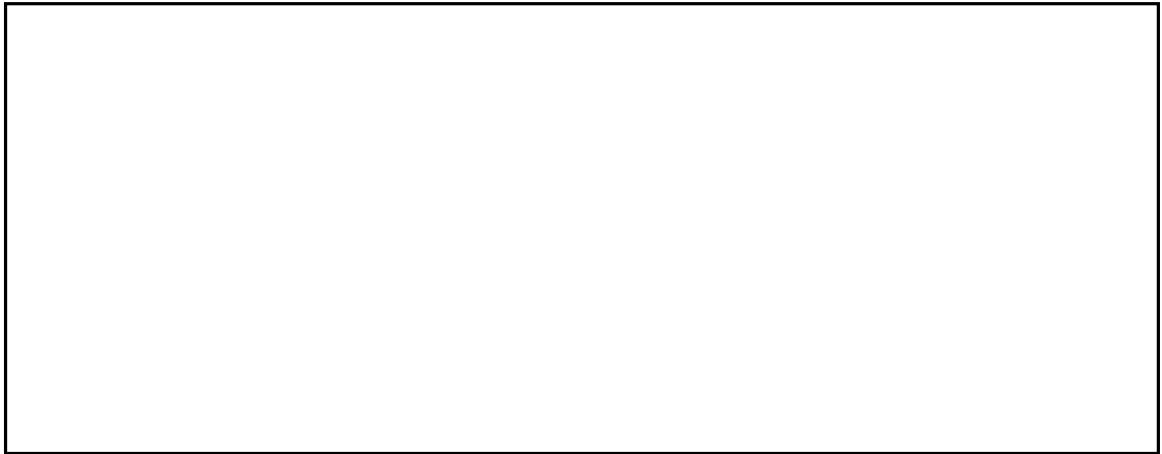
8. Dissemination of U. S. Intelligence to Foreign Governments

Problem: To examine and collate present policies and practices by which U. S. intelligence is transmitted to foreign governments, and if necessary to develop procedures for its control.

Status: As a first step O/IC is examining present practices.

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In the interests of completeness there are listed below the major problems of current concern to the Agency of which O/IC is aware but in which, for whatever reason, O/IC has not been participating.

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[Redacted]

2. Functional and working relationships involved in USCIB matters.

3. [Redacted]

4. Access by the Agency to JCS operational telegrams and arrangements to take account of US and combined strength and war plans as they affect estimates.

5. Coordination of counter-espionage activities including relationships between O/SO and FBI.

6. Coordination of intelligence activities overseas/ (e.g., in [Redacted] and the problems which may confront the Senior Representatives.

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7. Coordination with intelligence agencies of other governments.

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The following are major problems which in the past year have involved relationships among the intelligence agencies and on which reasonably satisfactory arrangements have been established. O/IC will continue to be alert to appraise the effectiveness of these arrangements. Items 15 - 22 are problems in which the Director or some other official of the Agency carried the main responsibility and O/IC was not involved or only slightly involved.

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1. [Redacted]

CIA research in this field in collaboration with the military agencies is satisfactory. O/RR has direct responsibility.

2. Psychological Intelligence Support

The Director has approved a statement setting forth how intelligence shall be provided to psychological warfare operators and planners. In general, this policy statement has received the concurrence of the community and is being followed.

3. NSC 29 - Protection of Strategic Resources and Industrial Facilities Abroad

Responsibility in the agency for contact with the State Department is in O/IC. I&S is responsible for carrying out approved field missions or surveys.

4. Executive Order on Foreign Service Economic Reporting

This Order, placing final responsibility on the State Department for determining requirements for economic reporting, is in effect. CIA through the Economic Intelligence Committee has agreed to provide guidance on coordinated priority requirements in this field.

5. Exploitation of Captured Sources

CIA has concurred in arrangements for handling captured documents, personnel, and materiel and in manuals issued by the Defense Department. It has been agreed that CIA will represent State and AEC at exploitation and theater intelligence centers. O/O has provided a special adviser to the Director of JMLA (materiel), and will at the appropriate time provide Assistant Directors for ASPIC (personnel) and ASDIC (documents).

6. State Department Cables

O/CI and O/NE use of selected high level State Department cables has been agreed to and performance is satisfactory.

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7. [Redacted]

Formal regulation has been re-examined, revised, and clarified.

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8. Survey of Interdepartmental Committees

Report has been made to the Director and distributed to all Assistant Directors.

9. Evaluations

Satisfactory arrangements are in effect providing for consumer agencies to produce evaluations of O/SO and O/O reports needed for administrative purposes.

10. Interagency Operational Liaison

Policy has been approved and a regulation has been promulgated for decentralized control of interagency operational liaison. O/IC has periodically exercised its review function with respect to the effectiveness of controls.

11. Intelligence Support for Civil Defense

Arrangements have been made for intelligence support for Civil Defense on the basis of direct FCDA access to each agency. CIA support is based on security arrangements made by I&S.

12. Psychological Strategy Board

Coordinated recommendations on the functions of the Director and his staff were provided to the DCI, the Board and its staff.

13. CIA Role in Political and Psychological Intelligence

CIA role has been clarified in a letter to the State Department from Mr. Jackson and reaffirmed in an approved paper on intelligence support for psychological warfare.

14. Intelligence Support for NATO

CIA and the State Department have concurred in arrangements whereby the JCS would be responsible for providing the Intelligence Committee of the Standing Group of the NATO Military Committee with that intelligence support necessary for matters within the scope of the Military Committee and the major commands, and in arrangements for warning of enemy attack. In the instances where the requirements for military matters transcend strictly military intelligence, the current handling of SE-16 provides precedent for IAC collaboration to meet this need. The question of whether the U. S. shall provide intelligence support for other than Standing Group needs (e.g., for the NATO Council) has not been raised. This Office will explore with the State Department whether this is an imminent problem.

15. Development of the Intelligence Advisory Committee and Increase in Cooperation Among the Agencies.
16. Effective System for Producing National Estimates.
17. Establishment of the IAC Watch Committee under the Chairmanship of DDCI.
18. A Coordinated Approach to Economic Intelligence With Special Emphasis on the Economy of the Soviet Bloc.
19. Clarification of O/SO's Role in Theaters of Operation (NSCID #5 revised).
20. Improved Relations With the Military in Japan.
21. Establishment of [redacted]
22. Arrangements for Coordination of Intelligence Activities in Germany.

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The following are minor problems which have come to the attention of O/IC during the past year and which have been satisfactorily adjusted insofar as action by this office is concerned. O/IC still retains an interest, however, and will check as appropriate on the arrangements made by the responsible offices and on their implementation.

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- 1. Intelligence Support for OIT, Commerce.
- 2. Field Relations of CIA Personnel and Service Attaches.
- 3. After-hours delivery of Classified Documents.
- 4. Disposition of [ ] Material.
- 5. Revision of NSC 68/4, Annex 6--Intelligence and Related Activities.
- 6. Proposed Biographic Policy Board.
- 7. Allocation List of Soviet Publications.
- 8. Transmittal of [ ] Indications.
- 9. Documentation of Aliens.
- 10. O/CI Bi-weekly Publication on International Communism.
- 11. State-Defense Proposals for Civil Affairs and Military Government.
- 12. Service Abroad for Selected CIA Overt Personnel.
- 13. Current Intelligence Bulletin Dissemination.
- 14. Distribution of National Intelligence Estimates, Especially in the Field.
- 15. Availability of [ ] Materials.
- 16. O/NE Attendance at International Conferences.
- 17. Comparison of Selected Items in US-USSR Military Strength and Industrial Production.
- 18. Briefing of Outgoing Military Attaches.
- 19. Debriefing of Returning U.S. Officials.

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20. Abolition of the Consolidated Report of IAC Agencies on the Initiation of Intelligence Research Projects.
21. Economic Interpretation of Photographic Materials.
22. Adjustments in the NIS Program.